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SUGGESTED RECOMMENDATIONS FOR INTERLIBRARY COOPERATION IN THE STATE OF NEW JERSEY.

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THIS REPORT PRESENTS RECOMMENDATIONS FOR IMPLEMENTING THE PROGRAMS PROPOSED IN "LIBRARIES FOR THE PEOPLE OF NEW JERSEY," BY LOWELL A. MARTIN AND MARY V. GAVER (NEW JERSEY LIBRARY ASSOCIATION, LIBRARY DEVELOPMENT COMMITTEE, NOVEMBER, 1964.) RECOMMENDATIONS COVER (1) INTERLIBRARY COOPERATION ACTIVITIES TO BE UNDERTAKEN AMONG AREA LIBRARIES, (2) INTERLIBRARY COOPERATION ACTIVITIES TO BE UNDERTAKEN IN THE ASSIGNED AREA OF THE AREA LIBRARY, (3) PATTERNS OF COOPERATION BETWEEN AREA LIBRARIES AND THE RESEARCH LIBRARIES, WITH CONSIDERATION OF THE ROLE OF THE REFERENCE REFERRAL CENTER, AND (4) THE ROLE THE STATE LIBRARY AGENCY SHOULD ASSUME. RECOMMENDATIONS ARE BASED ON INFORMATION GATHERED FROM PERSONAL INTERVIEWS, A PERUSAL OF RELEVANT DOCUMENTS, AND A REVIEW OF THE LITERATURE ON INTERLIBRARY COOPERATION. (CC)

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SUGGESTED RECOMMENDATIONS FOR INTERLIBRARY COOPERATION IN THE STATE OF NEW JERSEY

Prepared for the Public and School Library Services Bureau
Division of the State Library
State Department of Education
Trenton, New Jersey

by Joseph Eisner

February 9, 1968

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TABLE OF CONTENTS

Purpose of the report..... 1-2

1) Recommendations for interlibrary cooperation activities to be undertaken among or between Area Libraries..... 2-10

Summary of recommendations..... 9-10

2) Recommendations for interlibrary cooperation activities to be undertaken in the assigned area of the Area Library.....11-16

Summary of recommendations.....16

3) Recommendations concerning desirable and feasible patterns of cooperation between the Area Libraries and the Research Libraries.....17-20

Summary of recommendations.....20

4) Role the State library agency should assume.....21-27

Summary of recommendations.....27

Suggested objectives for Area Library or cooperative federations of libraries consultant services.....28-29

Footnotes.....30-31

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SUGGESTED RECOMMENDATIONS FOR INTERLIBRARY COOPERATION IN THE STATE OF NEW JERSEY

The purpose of this report is:

"1. to develop recommendations for interlibrary cooperation activities to be undertaken among or between Area Libraries. This should include an identification of desirable and feasible cooperative activities among area libraries on a state-wide basis, and among select groupings of Area Libraries.

"2. to develop recommendations for interlibrary cooperation activities to be undertaken in the assigned area of the Area Library. This might better suggest model patterns of cooperation rather than a specific pattern for each Area Library.

"3. to develop recommendations concerning desirable and feasible patterns of cooperation between the Area Libraries and the Research Libraries with particular consideration being given for the role of the Reference Referral Center."[1]

4. to recommend the role the State library agency should assume.

This report is based on personal interviews, a perusal of relevant documents and materials about libraries in New Jersey, and a review of the literature on the subject of interlibrary cooperation. Even a cursory search for material on this subject would reveal no lack of information about area surveys, projects proposed, or projects underway.

What is meant by "cooperation"? To say that it may be one of the most overworked terms in the library profession would beg the question, but a commonly accepted definition is "joint operation or action". Sociologists define cooperation as an "activity shared for mutual benefit". Dr. Robert D. Leigh defined interlibrary cooperation as the "...breaking down into its elements the processes and operations of a consolidated

public library system and of selecting those parts or processes of the whole system that can be put into operation by voluntary agreements."[2]

The report, Libraries for the People of New Jersey....[3] serves as a blueprint for library development in New Jersey. But as is often the case in the construction of any complicated project, very often those in the field find the blue-print may indicate what has to be done, but no precise details on how to do it. In an actual building project, very often the construction superintendent or the clerk-of-the-works, not the architect, provides these details to field crews. The architects have submitted their plans (Libraries for the People of New Jersey....), the plans have been approved by the proper authorities (the profession and the Legislature acting for the people of New Jersey), and now the construction superintendent (the State library agency) has completed the foundation and seeks some assistance in completing the erection of the edifice which will be composed of three levels. This report will attempt to provide such assistance.

1. Recommendations for interlibrary cooperation activities to be undertaken among or between Area Libraries.

According to Libraries for the People of New Jersey...., "area libraries will constitute first a strong point to which individual readers can turn, second a center for existing smaller libraries, and third over a period of time the nucleus of groups of libraries functioning together in systems."[4]

From the viewpoint of an outsider, familiar with the development of public library systems in New York State, it appears to us that in their present state of development, the area libraries in New Jersey more closely correspond to New York State's concept of central libraries. If these area libraries are to "...establish cooperative and coordinating operations among the libraries in the area so that they function together as a system"[5], the present professional staffs of the area libraries

neither have the necessary training nor are they sufficient in number to provide the kinds of help required. This is particularly true of sustained consultative assistance, such as weeding, advice in building up of collections, assistance in preparation of budgets, etc. Indeed, when suggesting that district library centers in Pennsylvania assume the functions of providing district reader services to larger areas, and the coordination of all existing library units in such a district into a cooperative system, Lowell Martin said: "Of the two functions, it might appear at first glance that coordination would be the easier to provide. In actual practice the reverse may well be the case. Added demand for direct service would require additions to existing circulation and reference staffs. On the other hand, general promotion of libraries toward better quality of service and toward coordination of resources would be a new function for some librarians."[6]

In the Pennsylvania plan, it was recommended that an extension librarian be attached to each district library to head up such an activity.[7] A similar recommendation was made in the New Jersey plan.[8] All the New York State systems provide such assistance to member libraries through consultants who are required to be engaged in "system" services and may not be staff members of central libraries. While we do not believe there would be any advantage in creating the kind of system administrative superstructure peculiar to New York State, we would recommend that area libraries consider sharing the services of consultants, particularly in the fields of children's services and reference work. For example, it may be that neither the Woodbridge Area Library nor the Plainfield Area Library separately could justify the full-time services of either a children's or reference consultant, but on a joint basis such services might be economically feasible. Such sharing need not be confined to only two area libraries: Hackensack might also be included in such a grouping.

Libraries for the People of New Jersey.... sets forth minimum standards which a local community library should achieve.[9] However, since the majority of existing outlets do not meet these standards, we wonder whether the boards of trustees and staffs are aware of such standards, and of the steps necessary to achieve them. Therefore, in addition to considering the sharing of services of subject or age-group consultants, area libraries should also consider the feasibility of sharing services of consultants capable of analyzing local community potential to support library services at the level recommended in Libraries...., and of preparing surveys and reports for submission to local public library boards, indicating costs of such services, together with objectives to achieve such goals.

Such age-level or specialist consultants need not be hired on a full-time basis by two or more area libraries; they could be employed on a per-diem basis, or flat fee arrangement for each library to be surveyed or assisted. Whatever the arrangement, their fees should be paid from State-aid funds, and they should be engaged by the Area Libraries.

Because this type of consultant advisory work represents an important aspect in the improvement of library services to the people of New Jersey, and because it represents a new dimension in the services the area libraries will be required to perform, we have appended a proposed set of objectives for area libraries to consider in this type of extension activity. We suggest that any proposed cooperative projects undertaken by area libraries be examined in relationship to such objectives.

Some area libraries, notably Plainfield and Woodbridge, are considering the establishment of book examination centers. Others, like Hackensack (acting in behalf of the Mid-Bergan Federation), are already operating such centers. It seems to us that if such centers actually serve a generally useful purpose, it would be feasible for area libraries

like Plainfield or Woodbridge either to operate such a center jointly, or for one to contract with the other to perform such a function. If book examination centers are useful to librarians in the selection process, and if one has to travel by car to get to such a center within one's own area, then traveling a somewhat longer distance to another area should not deter those who really want to use such a facility. We suspect that book examination centers may prove to be more highly regarded than their actual utilization may indicate, and that area library directors might better ascertain the reasons why their constituents think they would use such centers were they established. If the operation of such a center will encourage librarians to order books more often, perhaps increasing ordering frequency to bi-weekly or twice a month, then book examination centers may prove to be a justifiable undertaking.

On the other hand, the distribution of book lists by the area libraries may be accomplishing this. (We recognize that, as originally envisioned, the distribution of such lists was not intended as a book selection aid.) In view of the fact that little or nothing is known regarding the effectiveness of book examination centers in encouraging book ordering, or the distribution of book lists either in encouraging book ordering or serving as an informational source, it might be better to determine whether the distribution of lists by area libraries to their members has affected local library ordering patterns. Such a study might also attempt to determine what proportion of current acquisitions are common to libraries of various sizes, and whether for smaller libraries with relatively limited budgets, utilization of a publication like the ALA Booklist might be just as effective. While most of the book lists prepared by area libraries are neither critical nor annotated, their preparation does represent a certain amount of clerical effort and cost. If the results of this effort cannot be measured, it might better be

abandoned, or area libraries might equally well provide their members with subscriptions to Booklist or Library Journal.

Despite the great need to improve book resources, residents of New Jersey should not be precluded from access to film services through their public libraries. Other than through certain libraries which participate in the operation of two different film circuits, most New Jersey public library users do not have access to this medium. It seems to us that the maintenance of a film library, jointly supported by various area libraries, is a feasible undertaking. Films could be housed and serviced in one area library having space for such an undertaking, with bookings accepted from various localities. However, because of the initial expense necessary to acquire an adequate collection, as well as the cost of maintenance, service and delivery, perhaps more than two area libraries should be involved in such an operation. In New York State, 19 library systems maintain film collections, with 10 having collections of more than 200 titles.[10] Populations served by such collections vary, but depending upon geographic area served, and effect of distance upon delivery to prospective users, a population base of 250,000 appears reasonably adequate to support such service.[11] It is probable that an initial collection of 100 to 150 films, plus necessary equipment, could be assembled for about $25,000. A collection of 500 films would probably cost about $85,000. These figures do not include personnel costs required to service and maintain such collections. Moreover, mere acquisition of such collections will not insure utilization; experience in New York State indicates maximum utilization depends on strong in-service training, as well as availability of projection equipment.[12] Consideration might be given to conversion of the existing film circuit collections into the nucleus of central film libraries operated jointly by area libraries. This would be in accord with the concept in the New Jersey plan

of building on existing resources.

A review of the narrative reports submitted by the area libraries to the State library agency indicates that many of them have scheduled workshops on various subjects. Assuming that there is general agreement on the subject matter as well as the scope of such workshops, it would appear to us that joint sponsorship of such activities is not only feasible, but desirable. In many cases, more than two area libraries could become involved. Such joint sponsorship would eliminate repetitive effort, and if costs were funded from State-aid sources, outside experts could be brought in to conduct such workshops. These workshops need not necessarily be limited to discussions of interest to non-professionals from the smaller libraries, but might also include trustee participation on the subjects of standards of library service, and means for adequate financing. However, as will be explained in another section of this report, better results may be obtained if the State library agency is also involved to the extent that it provides "pre-packaged" formats and materials in certain generally agreed-upon subject areas, thereby eliminating duplicative effort and perhaps strengthening the content and effectiveness of such operations.

Libraries for the People of New Jersey.... conceives of area libraries as "...strong points to which smaller libraries and individual readers from communities and schools can turn when local facilities do not suffice."[13] As part of this function, the State library agency requires each area library to "...provide interlibrary information and reference service... to all public libraries in the service area" and to "provide interlibrary loan service to all libraries in the area."[14] Despite the creation of the Reference Referral Center in the State Library, there does not seem to be a dependable system of expeditiously locating and securing materials not available at area libraries for one reason or

another: out, missing, etc. Other than forwarding such inquiries to the State Library by mail or telephone, or in the northern area of the State forwarding inquiries to Newark, there is no procedure in effect which will guarantee to a patron that all means have been exhausted to find common material which other area libraries might reasonably be expected to have. Therefore, another cooperative venture which merits consideration is the linking of area libraries by teletype, to enable such material to be located. Information secured from the New Jersey Bell Telephone System indicates that exchange teletypewriter service, utilizing 100 word-per-minute machines with tape transmission and unattended service, would cost $53 per month for rental of machines utilized less than 20 hours weekly, and $118 per month for machines utilized in excess of 20 hours per week. Transmission or message charges are additional, and can be figured at about 5% less than a day-time station-to-station 3 minute telephone call. In New York State, all library systems have teletype machines; the cost of the service is paid for by the State, and a procedure known as NYSILL guarantees that requests which cannot be met by the central library at the initial point of contact, will be channeled through the NYSILL network by the State Library to various back-up libraries. The operation of any such network in New Jersey should involve not only selected area libraries, but the Lending Services Section of the State Library. Area libraries should be required to provide such referral service for requests they are unable to fill for any reason.

Summary of recommendations for interlibrary cooperation activities to be undertaken among or between Area Libraries:

1) Consultant services on a shared basis to be provided by area libraries to their members for a wide variety of needs

2) Establishment of film libraries to be maintained by one or more area libraries, but available to other area libraries and their members

3) Joint planning and sponsorship of workshops by area libraries

4) Establishment of a teletypewriter network between selected area libraries and including the State Library's Lending Services Section to enable area libraries to provide referrals on interloans which cannot be filled at point of contact

2. Recommendations for interlibrary cooperation activities to be undertaken in the assigned area of the Area Library.

It can be inferred from the recommendations made in part 1, that it is our opinion that area libraries should be prepared to offer member libraries and communities advisory and consultant services in various fields, and that generally speaking the present professional staffs may be too burdened with offering services to area library patrons to be able to provide involved consultant services consistently and effectively. The scope of such consultant services and the kind required or offered will vary from area to area, depending upon specific needs, and where employment of a full-time consultant by one area library would not be justified, area libraries should arrange to share such services.

Some of the area library directors interviewed felt that book processing for member libraries should be initiated by area libraries as a step in interlibrary cooperation. We have serious reservations about mandating such an operation on area libraries, because:

1) few if any of the area library's physical facilities would prove adequate to such an undertaking either now or in the future;

2) the findings of the New York State-sponsored Nelson Associates' study clearly indicate that the processing of less than 100,000 items centrally is economically wasteful, and that the optimum volume at which cost per item processed is lowest is 400,000.[15]

From a short-term point of view, transfer of the cataloging and processing operation from the smaller public libraries to the area libraries would most certainly relieve the former of an often burdensome chore, but from a long-term point of view this transfer may succeed only in involving area libraries in an activity which, coupled with a diversion of funds, prevents their staffs from engaging in consultant and advisory services which will tend to have a greater impact in improving local collections

and services to the public. On the basis of figures furnished to us by the State Library's Public and School Library Services Bureau, quoted in section 4, indications are that processing might better be considered on a State-wide or regional basis including several area libraries' jurisdictions if economic justification is sought for such an operation.

However, we think that area libraries could provide a valuable service at little or no cost to their members if they sought to have dealers from whom book purchases are made by area libraries provide the same discount to member libraries. Cooperative purchasing is consistent with existing provisions of New Jersey statutes.[16] Our suggestion would not necessarily require that: 1) dealers ship and bill books to the area libraries with subsequent redistribution and rebilling by the area library to the members; 2) area libraries actually advertise for bids as required by statute; 3) if bids were solicited as provided by statute, only the lowest bidder be dealt with regardless of service; 4) member libraries would be forced to purchase only from the dealer or dealers selected by or to whom the area library awarded a contract as a result of compliance with the statutory bidding procedures.

If the definition of cooperation as an "activity shared for mutual benefit" is an acceptable one, then it would not be too far-fetched to expect that if the cost of library service to all the people of New Jersey deserves to be supported and "...shared statewide, rather than cast mainly upon the ability of local governments to tax local property"[17] the people of New Jersey, no matter how little they feel they can appropriate locally for book purchases, should not be penalized in the matter of discount.

Public libraries assigned to the Bloomfield Area Reference Library had the following discounts in 1967, and book budgets for 1965:[18]

LIBRARY	BOOK BUDGET	DISCOUNT	JOBBER
Bellville	$15,982	33-1/3% 36	Roemer Dimondsteen
Bloomfield	51,600	37½-38	B & T
Caldwell	8,000	33-1/3	B & T
Cedar Grove	8,500	33-1/3	Roemer
Fairfield	3,145	30	B & T
Glen Ridge	7,387	33-1/3	B & T
Montclair	42,700	35-40	B & T
Nutley	16,800	33-1/3	Roemer
Roseland	1,794	30	B & T
Verona	15,067	33-1/3	Roemer
West Caldwell	6,374	30 33-1/3	B & T Roemer

While an increase in discount from 33-1/3% to 36% seems like a small amount when expressed in terms of 2-2/3%, for the Bellville Public Library it would mean an increase in effective purchasing power of $425, and for the Roseland Public Library an increase of $108. In view of the staggering book shortages indicated in the Martin-Gaver report[19] we think that any practice which would tend to increase book purchases by public libraries deserves investigation as a matter of State policy. Even without the facts presented in the Martin-Gaver reprt, the yearly increases in the cost of books as reported in Publishers' Weekly[20] should spur consideration of some method which would help to counter the effect of the inflationary spiral on public library book purchases. In New York State, for example, any political subdivision may purchase from vendors who have been awarded State purchase contracts items on those contracts at the same price as the State during the term of the contract.[21] Thus, if the State of New Jersey had a contract for book purchases similar in terms to N.Y. State's, the Verona Public Library could get a 35% discount for its $1794 expenditure from Baker and Taylor, or 39% from Dimondsteen.[22] We think similar arrangements could be effected in New Jersey on either a State-wide or area basis, and that such arrangements could include library supplies, equipment such as typewriters, office furniture, and other items commonly purchased by libraries on which it is not unreasonable to

expect there could be agreement on specifications. The libraries having the smallest expenditures are the ones which will gain the most from such arrangements, while those having the largest budgets may find no major improvements in the discounts they now enjoy.

Of course, any such cooperative arrangements, particularly in regard to book purchases, should not be made if reasonable delivery is sacrificed to amount of discount. On the other hand, libraries should be encouraged to experiment with different jobbers; if their ordering patterns change, libraries may find that jobbers who were satisfactory may not perform as well, and indeed, because of their change in ordering patterns, that they are able to command higher discounts. Individual libraries are reluctant to bid book purchases because of fears that under New Jersey's competitive bidding statutes, an award will have to be made to the lowest bidder without regard to best delivery schedule. However, we note that the State of New Jersey has awarded a contract for book purchases to several vendor, none of whom are designated as <u>the</u> lowest bidder.[23]

Area libraries are not limited to encouraging cooperative activities solely among public libraries- the State library agency requires that they "...maintain an area-wide coordinating council of librarians for planning development of cooperative activities among the libraries in the area."[24] This would seem to indicate that school libraries are not excluded. Since area libraries are also required to "...develop cooperative lists of holdings, particularly periodical holdings"[25] it would seem to us that school libraries should be included. Exchange of such information might enable school libraries to plan more effectively in the maintenance of their own periodical holdings. Both smaller public and school libraries might be encouraged to purchase back copies of indices for which they have no periodicals, if they knew that the backfiles

of the periodicals were obtainable by their clientele at one of the libraries in the area. This would encourage on-site research at the community or school library by students, perhaps then relieving the drain on the index facilities of the area library or public library having better periodical back-file resources. In addition, exchange of such information might also encourage both school and smaller public libraries to extend the range of their periodical subscriptions. Our experience is that many librarians will do this, if they become aware that they do not have to store the ones they already have for indefinite periods of time. Also, school librarians are often unaware of the utilization by students of titles not received in their own school libraries, and knowledge of the holdings of other libraries as well as an indication of the use of materials might encourage expansion of their current holdings, assuming the availability of space and money.

There is no doubt that the range of proposed cooperative activities is limited only by the imagination of those attempting such speculation. However, because of the varying degrees of development of the types of libraries within the jurisdiction of each Area Library, general recommendations may not be ideally suited to the varying needs of a majority of libraries. Therefore, there is much merit in assuring the establishment of the aforementioned area-wide coordinating councils of librarians by each Area Library, to insure that cooperative activities initiated for the benefit of member libraries reflect a majority of their needs. However, the operation of such councils poses certain questions which are discussed on page 24.

Libraries for the State of New Jersey.... also recommends that area libraries "establish cooperative and coordinating operations among the libraries in the area so that they function together as a system."[26] One such function should be the acceptance by member libraries of cards

issued by any other member library, or the institution of reciprocal borrowing privileges. The New Jersey plan provides that the Area Libraries should offer borrowing privileges to all area residents, as a condition to receipt of grants to function as area libraries. No such requirement is imposed on member libraries, but we believe that the institution of such a service would be a valuable addition to the general public. However, it may be in some instances that the institution of such a service may place burdens on certain member libraries which are not designated as area libraries:

> "If one library in a system makes a service contribution and receives a roughly equivalent service in return, no further adjustment may be necessary, but when most of the advantages flow one way, contractual or other agreements should be established."[27]

The appropriate Area Library and the State library agency should be prepared to evaluate the effect of the institution of reciprocal borrowing on member libraries, and to determine whether contemplated State aid to individual members and/or Area Library services are sufficient to compensate for excessive use of certain member libraries by patrons from other municipalities.

Summary of recommendations for interlibrary cooperation activities to be undertaken in the assigned area of the Area Library:

1) Consideration of joint purchasing of books, supplies and equipment by area libraries for their members, or institution of cooperative efforts along such lines, to take advantage of better discounts which might be available

2) Exchange information on periodical holdings in both school and public libraries, to encourage enlargement of such holdings and the purchase of indices to facilitate more on-site research at local libraries

3) Create and maintain advisory councils of librarians to insure that cooperative activities initiated for the benefit of member libraries reflect their needs and desires

4) Institute reciprocal borrowing privileges between member libraries

3. Recommendations concerning desirable and feasible patterns of cooperation between the Area Libraries and the Research Libraries....

We agree that "...the right of access to a collection represents only a theoretical advantage unless the potential reader knows where the collection is and what it contains."[28] In the case of the research libraries, representing the third level of service in the New Jersey plan for library development, it is recommended that these institutions exchange more detailed information with each other concerning the scope and limitations of their respective acquisitions policies. For example, Princeton University is presumed to have a comprehensive collection of materials in mathematics, but it may not be generally known that it does not collect materials in this field on the study and teaching of mathematics. Likewise, it has a strong collection of chemistry materials, but it does not collect in the field of analytical chemistry, while its pattern of acquisitions in the field of physics extends to the theoretical rather than the applied.

The exchange of such information will not affect the purchasing policies of institutions like Rutgers, Princeton, or the State Library, since each has an obligation as a special library, but will enable the Reference Referral Section of the State Library to provide better service.

It is suggested that the research libraries discuss the possibility of a cooperative acquisitions program in the fields of science and technology, involving an extensive survey of the present collections and the fields of interest of the three libraries, to define the areas not presently covered or inadequately covered by any of the libraries' current acquisitions programs. It should be noted that it is not proposed that such a survey result in the creation of a union catalog, but rather the preparation of a written report which would indicate existing acquisitions

policies and reveal any possible gaps in the collection of materials. Where necessary, the holdings of certain other libraries, such as Trenton, Newark or the State Library, might be considered. Such a survey would require the services of a subject specialist, and might require eight weeks to complete at a cost of about $5,000.

Cooperation of this kind between the research and area libraries should not be restricted solely to the science-technology field. Important as these materials are in our rapidly-expanding society, attention paid to such a survey should not be allowed to eclipse all other subject areas- undoubtedly, there are many areas in the humanities and the social sciences where cooperative surveys could produce equally important results in improving availability of third-level library resources for serious users.

The research libraries and certain area libraries also might discuss cooperative disposition policies involving government documents and periodicals. In the field of government documents, we doubt that the selective depositories are aware of areas of specialization of the other area libraries also functioning of selective depositories, and suspect that some of these libraries might shift the emphasis of their acquisitions if such knowledge were available. In addition, they might be disposed to discard materials sooner if the full depositories were to commit themselves to retaining materials in the fields of interest of these selective depositories.

In regard to periodicals, we note that the research libraries and various area libraries, particularly Newark, Plainfield and Trenton, have long unbound runs of various periodicals which in some cases duplicate each other, and in some cases may be unique. In addition, the State Library is attempting to expand its periodical holdings, but may soon begin to have space problems. The condition of many of these bound periodicals

in the various libraries leads us to suspect either that custodians in New Jersey libraries are uniformly neglectful in dusting such materials, or many of these are not used often enough to justify storage in bound form. Therefore, we suggest that there would be great merit in identifying through the listings in the New Jersey Union List of Serials, where such unique bound runs are located, which area and research libraries have duplicate runs, and whether some of these materials need to be duplicated to such an extent. If it is ascertained that only one library should assume responsibility for preservation of a complete run of such material, then transfers of present bound holdings could be arranged, or microfilm copies could be made, thus freeing shelf space.

Such cooperative efforts could also include newspapers. For example, Newark Public Library estimates that to collate and interfile for microfilming existing files of the Newark Journal from 1857 to 1894 now scattered at Newark, the State Library, and the New Jersey Historical Society, would cost $3400, including $1900 to provide each institution with a duplicate copy of the microfilm. We are sure that there are other newspapers worthy of consideration for preservation, thus making them more available to present as well as prospective researchers.

In the following areas (by no means a complete, but rather an indicative listing), the State Library and Newark Public Library might compare holdings and determine responsibility for keeping: a) New Jersey legislative proceedings, including Senate and Assembly documents; b) U.S. Supreme Court Reporter; c) New Jersey newspapers.

At some future date, the research libraries may wish to consider the establishment of a "last-copy" center, as well as a gifts and exchange pool. Selected area libraries could also be involved in such an operation.

If area libraries are equipped with exchange teletypewriter service as suggested in part 2, those that are might also communicate with the

research libraries when the occasion demands, or with the Reference Referral Center at the State Library. Since the traffic between the research libraries themselves most likely would be lighter than between the area libraries, there would be merit in considering initial installation of light duty machines at a rental cost of $53 per month, provided it has been demonstrated that sufficient traffic has been generated to exhaust telephone potential.

Summary of recommendations concerning desirable and feasible patterns of cooperation between the Area Libraries and the Research Libraries:

1) Exchange of information by research libraries regarding current acquisition programs, to determine subject gaps, and make it possible for the Reference Referral Center to do a better job in locating materials

2) Exchange of information by research and selected area libraries, regarding periodical and newspaper holdings, in order to determine if all existing holdings should be preserved "as is", or whether such holdings might not be microfilmed and/or consolidated

3) Future consideration be given to establishment of a "last-copy" center, and a gifts and exchange pool in which selected area libraries might also participate

4) Consideration of linking of research libraries, area libraries and Reference Referral Center by exchange teletypewriter service

4. The role the State library agency should assume

The New Jersey plan for library development is based on the creation of three levels of service. The third level of service "builds on strength" by utilizing existing facilities designated as research libraries. The second level of service, the development of area libraries, is concerned with the development of resources which, in some cases, previously did not exist to the degree contemplated in the Martin-Gaver report. The first level of service presumes the existence of adequate resources and staff at the local level.

In our opinion, this latter level will prove to be the one which is the hardest to develop. In our hypothetical building described on page 2, it is the foundation. Therefore, the construction superintendent, in the guise of the State library agency, is going to have to insist that the sub-contractors working at this level adhere to certain performance standards, for these sub-contractors, in the guise of the local library officials, may be tempted to turn to one of the major contractors at the second level (the area libraries) rather than properly develop their own resources. However, the construction superintendent is prepared to offer bonuses for proper performance. We think that the State library agency should insist that in order to qualify for State aid provided under New Jersey Revised Statutes 18:24A-8.1 (Laws 1967, chapter 28), municipalities and counties be required to comply with regulations which may be prescribed by the State library agency as authorized by New Jersey Revised Statutes 18:24A-12.

We are particularly concerned with adequate, meaningful development of local public libraries serving less than 10,000 people, since these agencies are not required to hire certified librarians.[29] The Martin-Gaver report presumes a quality of service at the local level without regard to actual size of community, yet adherence to standards which

apply only to communities over 10,000, penalizes smaller communities. From a practical point of view, most of these smaller communities which choose to maintain libraries will not be able to attract or pay professionally trained librarians, but at the same time they should be required to have on their staffs qualified, well-trained personnel. They will not have the same training as professionals, but they should have training. Therefore, we suggest that as a matter of State policy, the State library agency come to grips with this problem in the same way that the New Jersey Police Training Commission has recognized the need for training law enforcement officers.[30] While we do not suggest that as elaborate a program is needed to train non-professional personnel in libraries serving less than 10,000, we do suggest that the State library agency should develop the criteria for a program of training, mandate it as a requirement for the personnel of such libraries, and make receipt of State-aid to such libraries contingent upon adherence to regulations. State aid should not be given to any community library as a matter of right, but as an equalization factor which helps those communities which cannot muster sufficient local resources for adequate library service, and are therefor willing to cooperate by having their library personnel receive a minimum level of training, possibly administered either by area libraries or by the State.

We further suggest that the State library agency explore the feasibility of preparing pre-packaged materials for workshops of specialized nature, which could be adapted by the area libraries to be conducted in their areas or with other area libraries on a regional basis. This would preclude duplication of effort, and insure some standardized approach to problems which are similar in nature. Such workshops need not be confined solely to personnel employed in libraries; workshops on finance, budget, and standards of service should be conducted for trustees. Area libraries

should be encouraged to schedule such sessions, utilizing and adapting prepared material.

At the present time, we think that the State library agency should spur cooperative efforts among area libraries which would lead to the availability of consultant staff to assist local libraries in recognizing their potentials and limitations, and that cooperative efforts aimed at development of book catalogs, book examination centers or centralized processing be assigned a lower priority. Between 1964 and 1966, the public library collections in New Jersey increased from 10,849,725 to 12,107,391 volumes, which would seem to imply a minimum addition of 628,000 books per year. In light of the Nelson studies in New York State, this would seem to indicate that whatever economies might ensue from centralized processing at the present levels of acquisition, New Jersey would benefit from one cataloging center, and not the proliferation of "centralized" processing in various areas of the State. Since we conceive of book and union catalogs as a by-product of processing, we fail to see what significant benefits can accrue from the preparation of book catalogs which can be up-dated only at relatively great cost when not associated with a processing operation. While we would not preclude the assumption of processing by an area library for its members, we would not be inclined to mandate such a requirement, because of the varying abilities of the area libraries to perform such an operation. The State library agency should encourage the building up of resources by local libraries.

The State library agency should assume a leadership role by making clear that as a matter of State policy, its intentions are to create systems, and it should make somewhat clearer to the area libraries what this implies. We think that the area librarians will be receptive to a more aggressive role on the part of the State library agency, particularly if it is coupled with an effort to provide area libraries with more profession-

al staff assistance to enable them to provide advisory services to member libraries. It should be noted that in Libraries for the People of New Jersey...., it was recommended that the State library consultant staff be expanded "...with ultimately one working out of each area library, under the direction of the State library...."[31] In whatever fashion such consultant help is provided, it is suggested that the area libraries be encouraged to follow the sample objectives appended to this report, as a basis for providing member libraries with consultant services.

Such services, whether of a consultant nature or otherwise, ideally should reflect the needs of the member libraries as formulated by the area-wide coordinating councils. While we endorse this concept (see page 15), and recommend that the State library agency insist on the operation of such councils, we do so with the thought that the State library agency also must be cognizant of the fact that in some cases this may expose what may be a weakness in the New Jersey plan for using an existing library as a basis for the development of a system. As indicated, our concept of a system implies not only the cooperative efforts of groups of libraries working together to achieve common goals for improved services to the public, but also the provision of various consultative and support services by the system to its members to assist in the improvement of services to the public. We see the area-wide coordinating councils assuming, if not a policy-making function, at the very least a policy-recommending function to the Area Libraries. However, these Area Libraries are still controlled by their own locally-appointed boards of trustees to whom New Jersey statutes reserve policy-making functions. Despite the fact that boards of trustees of Area Libraries voluntarily accepted designation as an area library, it is conceivable that recommendations or plans developed by area coordinating councils might be unacceptable for financial or philosophical reasons, or be regarded as not feasible of implementation, by

these boards who still have the final word on the hiring of staff or expenditure of State-aid funds. While it might appear that such an extreme contingency would not occur among persons of good-will committed to the development of better library service, reconciliation of such divergence of opinion would be thrust upon the Area Library director, who functions as the director of the central library while also assuming responsibility as system director. As director of the central library, he is legally responsible to his local board of trustees; as director of a system, it is not clear whether he has any legal responsibility to the area coordinating council or to his local library board.

Therefore, we suggest that the State library agency be prepared to deal with such a conflict before it arises, either by issuing administrative regulations clarifying such responsibilities, or by recommending to the Legislature a change in existing statutes which would confer on library boards which have accepted Area Library designation responsibility for policy-making functions on a system-level.

We further suggest that effective operation of area-wide coordinating council may give rise to a demand for services which cannot be met under the existing State-aid formula. If the State library agency keeps close track of the recommendations of such councils if they function as envisioned, unfilled or unmet recommendations could serve as a justification to the Legislature for future increases in the present State-aid formula for the further development of the Area Library concept into systems.

So far we have touched on the activities and problems likely to be encountered by the construction superintendent at the first and second level of the building. According to the plan, a certain type of material is to be used at the second level, but it appears that not enough is available. In order to complete the second level, the construction superintendent may have to utilize some "on-site" material, in place of the

specified area libraries. Otherwise, construction may be held up indefinitely. We are suggesting that the construction superintendent consider substituting cooperative federations of libraries in place of area libraries, despite the fact that no provision apparently exists under New Jersey statutes to fund such a federation. Despite the fact that the New Jersey plan is tied to utilization of an area, or strong central library, as a base for development of system-type services, one of its architects said:

> "...Local and central facilities can develop independently if necessary. For example, local library services may be developed within an area where central library service for some reason does not get underway. Conversely, a central unit may grow up, with its doors open to readers from over a wide area, but without local improvements because localities will not make the necessary financial effort. While it would most assuredly be best to have both legs of library service --local and central -- there seems to be little point in withholding both from a district that is ready to act on only one. Indeed, if either is enabled to go forward when ready, this advance may well serve to hasten the development of the other."[32]

We suggest that the State library agency consider the feasibility of funding cooperative federations of libraries. The formation of such federations is possible under existing New Jersey Statutes 40:9A-1, and as pointed out in the Martin-Gaver report, joint activities involving interlibrary cooperation are possible.[33] However, there are no financial inducements which will serve as a vehicle to convince these weak, isolated units to want to join each other in any sort of cooperative effort. Encouragement of the formation of such federations is warranted, particularly in the South Jersey area. Furthermore, the development of such federations even in those parts of the State now having designated area libraries might eliminate problems now existing in the Plainfield Area-Somerset County relationship, where the Plainfield Area Library might conceivably concentrate on reference services to the combined areas, while Somerset County Library might concentrate on providing consultant services to member libraries in both areas.

At the very least, the State library agency should consider the assignment of a consultant to a selected area in South Jersey, to try to work with these libraries and encourage the formation of a federation as a demonstration of whether such protracted effort can lead to results which are beneficial and have the effect of stimulating improved local library services, or at least the realization that support for local library service, particularly in the South Jersey area, must be on a regional basis.

Summary of recommendations regarding the role of the State library agency:

1) Consideration be given to requiring training courses to be taken by non-professional staff members in libraries serving under 10,000 if libraries are to qualify to receive State-aid

2) Consideration be given to preparation of materials for workshops to be used by Area Libraries for training of local library staffs and trustees

3) Consideration be given to encouragement of creation of federations of libraries where it is not possible to designate area libraries

4) Consideration be given to encouraging area libraries to adopt objectives leading to creation of systems of library services

APPENDIX I

SUGGESTED OBJECTIVES FOR AREA LIBRARY OR COOPERATIVE FEDERATIONS OF LIBRARIES CONSULTANT SERVICES

OBJECTIVES	IMPLEMENTATION
1. To assist member libraries to serve their communities by:	
a) strengthening of collections	Through consultant services, to advise member library boards and staffs on basic selection policies, and to recommend per-capita expenditure standards as goals for budget planning. This includes selection advice, bibliographic aids, appraisals of collections (including weeding), etc.
b) improvement of public services	By means of planned visits with library boards and staffs, to acquaint boards and staffs with the range of interpretive and advisory services normally available from libraries, and to recommend service priorities for libraries of various sizes. As requested, to evaluate existing services and aid in the establishment of new ones.
2. To assist member library boards and staffs to plan and budget for sound library objectives	a) By means of planned visits with member library boards, to assist in the adoption of written objectives and policies for each library. b) Encourage member library boards to develop long-range plans for improvement of library services in their communities.
3. To assist member library boards to achieve the best possible tax support which will provide economical service at the least cost to the most people	a) As requested, to advise member library boards in the preparation and the presentation of budgets b) Urge member library boards to seek more local tax support
4. To assist member library boards to achieve economies of operation and service	Establishment of centralized purchasing and other contractual agreements for binding, supplies, equipment, etc.
5. To assist member library boards in furthering objectives of providing better loval library service	With member library boards, plan community surveys to determine community needs and attitudes toward existing library service

OBJECTIVES	IMPLEMENTATION
6. To assist member libraries to improve their physical plants to provide better library service	a) Upon request, to evaluate the adequacy of member libraries' buildings and equipment b) Advise member libraries on the selection of sites, planning of new buildings, remodelings or additions to old buildings, and adapting buildings for library use. Where necessary, to provide specialized consultant help if a problem cannot be handled by existing staff
7. To further cooperative efforts, either between member libraries, or other local or regional agencies which have library interests, by helping to plan and coordinate new services and/or programs	a) Promote cooperative efforts between members b) Through such efforts, advise member library boards and staffs of likely changes in scope and direction of library services of the future

FOOTNOTES

1. Agreement between Joseph Eisner and New Jersey Department of Education Division of the State Library, dated June 26, 1967.

2. Leigh, Robert D. "The background of interlibrary cooperation", in Co-operative Practices Among Public Libraries (PLD Reporter, November, 1956, number 5), page 3.

3. Martin, Lowell A, and Gaver, Mary V. Libraries for the People of New Jersey or Knowledge for All. New Jersey Library Association Library Development Committee, November, 1964.

4. Ibid, page 49.

5. Ibid, page 49.

6. Martin, Lowell A. Library Service in Pennsylvania Present and Proposed, vol I. The State Library, Harrisburg, 1958, page 96.

7. Ibid, page 96.

8. Martin-Gaver, op. cit, page 58.

9. Ibid, page 49.

10. N.Y. State. Education Department. Division of Evaluation. Emerging Library Systems. Albany, 1967, page IV-51.

11. Telephone conversation, Mrs. Joan Clark, audio-visual consultant, N.Y. State Division of Library Development, November 30, 1967.

12. N.Y. State. Education Department, op. cit, pages IV-52, 53.

13. Martin-Gaver, op. cit, page 47.

14. "Library Services and Construction Act Sefvices and Responsibilities of Area Reference Libraries", mimeo prepared by Public and School Library Services Bureau, New Jersey State Library, July 1, 1967.

15. Nelson Associates. Centralized Processing for the Public Libraries of New York State.... March, 1966, page 3.

16. New Jersey Statutes Annotated 40:50-1 requires bidding by municipalities for "...the furnishing of any materials, supplies or labor... where the sum to be expended exceeds the sum of $2,500,00...." NJSA 40:50-7.1 as amended by chapter 202, Laws of New Jersey, 1966, authorizes municipalities of 2 or more adjoining counties, or within the same county, to make joint agreements for such purposes. In Glick vs Trustees of Free Public Library of City of Newark, 2 N.J. 579, 67 A. 2d 463, it was definitely established that the bidding statutes apply to public libraries in New Jersey.

17. "Can New Jersey Afford...." undated brochure prepared for the New Jersey Library Association by John T. Cunningham.

18. Discounts and names of jobbers for each library furnished by Kenneth McPherson, Director, Bloomfield Public Library; 1965 book budgets from: New Jersey Public Libraries Statistics 1965.

19. Martin-Gaver, op. cit, Table III, page 65.

20. Publishers' Weekly, February 13, 1967, pages 54-55.

21. McKinney's Consolidated Laws of New York Annotated, General Municipal Law §104.

22. N.Y. State. Office of General Services. "Notice of Contract Award.... Group 20000 - Books.... April 1, 1967 to March 31, 1970"

23. New Jersey. Department of the Treasury. Division of Purchase and Property. "Notification of Award of Annual Contract... Books.... April 1, 1967 to March 31, 1968"

24. "Library Services and Construction Act Services...."

25. Ibid.

26. Martin-Gaver, op. cit, page 49.

27. American Library Association. Public Library Service.... Chicago, 1956, page 20.

28. Martin-Gaver, op. cit, page 55

29. New Jersey Statutes Annotated 45:8A-3.

30. "Textbook Libraries, Mobile Classrooms Boost Police In-service Training". New Jersey Municipalities, October, 1966, page 21.

31. Martin-Gaver, op. cit, page 58.

32. Martin, Library Service in Pennsylvania, page 90.

33. Martin-Gaver, op. cit, page 45.

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